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ABSTRACT

The Local Interagency Needs Assessment Capabilities Program (LINC) was a partnership project to develop and demonstrate a model for interagency cooperation between city government and school districts, specifically in conducting needs assessments and increasing local capabilities for planning to meet human services and educational needs. It operated from July, 1977, through September, 1978, in Emeryville, California. Four agencies participated: the city of Emeryville: Emery Unified School District: Alameda County Training and Employment Board/Associated Community Action Program: and Alameda County Office of Education. Both process and product evaluation were used. A number of problems hampered the project, including reorganization of the city government, turnover in project managers, moving of the project office three times, failure of the superintendent to attend meetings, loss of the high school's accreditation, and illness of the high school principal. Nevertheless, at least eight accomplishments of the program were recognized, including two joint planning sessions of the city council and the school board, a needs assessment survey of the community, joint construction of a minipark, a human services resource directory, and a telephone information and referral service. (Author/JM)

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L I N C

(Local Interagency Needs Assessment Capabilities)

July 1, 1977 - September 30, 1978

FINAL PROJECT REPORT

City of Emeryville, Emery Unified School District,
Alameda County Office of Education, ACTEB/ACAP

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Cover: Emeryville Mini-Park

Design: John O'Lague Photography: Al Schueller

Alameda County Office of Education

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EXECUTIVE SUMMARY

PURPOSE AND RATIONALE

LINC was a partnership project which had the primary objective of developing and demonstrating a model for interagency cooperation between city governments and school districts; specifically, to conduct needs assessments and to increase local capabilities for planning to meet human services and educational needs. It operated from July 1, 1977, through September 30, 1978, in the city of Emeryville, California.

During the life of the project, a four-way partnership was to function, using two county-wide agencies as facilitators and technical consultants. The other two partners were the city government and the school system, which were to develop the capacity for joint planning to meet common needs. The intent was that when the project was completed, the two county agencies would withdraw as active partners, and the city and school district would continue joint planning on a regular basis.

The impetus for joint planning came from the realization that cities and schools in urban areas were facing serious economic and social problems that might better be addressed jointly than individually, in order to use resources more effectively. In the past, social service agencies, city governments, and school systems have conducted their needs assessments separately in order to establish priorities for allocating resources. Joint interagency planning was not done. Each agency used its own methods, collecting data appropriate to its own goals and social contexts. The development of a model for joint planning was a new and challenging endeavor.

Another innovative feature was the use of Fault Tree Analysis (FTA), a method used originally in system safety engineering to predict catastrophic failures in complex systems. One of the county partners had adapted it for use in evaluating educational and other social systems, and it was designed to become an integral part of the LINC needs assessment.

FINANCIAL SUPPORT

The project was funded by a grant of $32,000 from the Partnership Grant Program of the U.S. Department of Health, Education, and Welfare. Other support included a $5000 allocation from the city of Emeryville and extensive inkind contributions from all four partners. The latter consisted of provision of office space and utilities by the school district, and considerable technical assistance, management and personnel services, supplementary clerical help, furniture, equipment supplies, printing, and postage.

PARTICIPATING AGENCIES: ROLES AND RELATIONSHIPS

Four agencies participated in the project: (1) the city of Emeryville, (2) Emery Unified School District, (3) Alameda County Training and Employment Board/Associated Community Action Program (ACTEB/ACAP), and (4) Alameda County Office of Education (ACOE). The school district and the city were the two participants whose needs were being assessed. ACTEB/ACAP and ACOE were responsible for training, advising, management, and technical assistance, with ACOE having prime fiscal and administrative responsibilities.

Emeryville is a small city on the east shore of San Francisco Bay, bounded by Oakland and Berkeley. The school district's boundaries are coterminous with those of the city. Each has separate governing boards. ACOE provides services to all school districts in Alameda county, and ACTEB/ACAP provides technical assistance and other services to 11 cities in the county, including Emeryville.

The relationship among these four was established prior to the project. The Emeryville city council decided to conduct a needs assessment. Members of the council called upon ACTEB/ACAP, who already had assigned a technical assistance specialist to Emeryville to advise and assist. Meanwhile, the ACOE administrator of research and development, internationally known for work in educational needs assessment, had been consulting with the ACTEB/ACAP technical assistance unit on other needs assessment issues. The suggestion was made that joint school-city planning was generally unknown and that the problem offered an important avenue to investigate. A proposal was submitted and eventually funded.

During the first three months of the project, the city governance structure underwent a major reorganization. The position of city manager was abolished and new departments were created with department heads forming an administrative cabinet that reported to the city council. At the same time, the school district was undergoing personnel changes, losing an administrative assistant to the superintendent who had previously performed important liaison functions with the project. These changes necessitated revisions in the interrelationships among the four LINC partners, and the establishment of new lines of communication with project management.

PROJECT ACTIVITIES AND MANAGEMENT

LINC was directed by an administrator from ACOE, but day-to-day operation was implemented by a Core Team composed of the project administrator, an ACTEB/ACAP technical assistance specialist, and a project manager hired for the purpose. The team was responsible for work plans, initiating and monitoring activities, supervising clerical and research workers, and providing technical expertise. The Core Team met weekly during the first three months, and biweekly or as needed thereafter.

The Core Team was supported by various part-time staff -- clerk-typists, research interns, technical specialists -- most of whose services were contributed by the city, ACOE, and ACTEB/ACAP. They included three CETA employees hired by the city, who were allocated to the project.

For higher level policy and decision-making matters, the Core Team was increased to a 12-member Management Team, with representatives from the city council and school board, and the staffs of all four partners. The Management Team met monthly to review work plans and accomplishments, secure facilities and other resources, approve designs and instrumentation for needs assessment, maintain commitments, and formulate the structures for joint planning.

The project maintained active working relationships with the community at large through a Needs Assessment Committee composed of representatives of the city and school district governing boards, commissions and committees, department heads and other staff, and associations representing neighborhoods, industries, and a tenants' group from a large apartment complex. The NAC began meeting to assess community needs prior to funding of LINC. For the first six months of the project they met weekly or biweekly to assist in various aspects of the needs assessment and to gather information on progress of activities that they could report back to their own groups. They also received training related to needs assessment and interagency planning.

A fourth operational group was a committee that was formed to plan and create a mini-park in the city, which previously had no parks for its residents. This was a joint endeavor in which the school district supplied the land, the city furnished funds, and both contributed ideas and resources for planning. The mini-park committee had members from the LINC management team, school board, city council, city departments concerned, and members of the community.

Activities of LINC were accomplished in three phases. (1) A ready plan, preliminary needs assessment work plan, and a one-day community meeting to establish grass roots concerns were completed in the three months prior to project funding, with time and resources mainly contributed by ACOE and ACTEB/ACAP. (2) Implementation of project objectives was scheduled to take place within a year's span, but three months were added (with no additional funding) to complete major project reports. (3) Post-project activities continued for two months thereafter under the direction of ACOE. Official interagency planning began on September 29, 1977 with a joint city council-school board work session, and ended November 2, 1978, with a second work session for the same elected officials, at which time they reviewed LINC progress and results of the needs assessment and made recommendations for continued joint planning. Due to internal problems facing the two partners, these plans were not implemented.

THE NEEDS ASSESSMENT

A model was developed by the Core Team which would guide the collection of data for needs assessment. The model synthesized methods used traditionally by school systems on the one hand and cities and human services agencies on the other. Data came from three sources: social indicators, consisting of demographic and statistical data; surveys of three groups -- written questionnaires to community leaders, and interviews of key business leaders and service providers; and causal analyses of critical barriers to meeting needs in

problem areas, using FTA.

The first city council-school board work session resulted in the identification of over a dozen areas of high mutual concern. These were reduced to five on which to focus indepth needs assessment: employment, education, housing, public safety, and child care. The final data collection included indepth survey and social indicator analyses of child care, education, and employment; mental, physical, and public health, and recreation. Survey data were also collected on city identity, housing, and transportation, and Fault Tree Analyses were undertaken on lack of child care facilities and unemployment of Emeryville residents.

EVALUATION

Both process and product evaluation were used. Project activities were monitored by the Core and Management Teams, and work plans were revised or resources added as needed in order to accomplish objectives.

Impact of the project was assessed using a goal-free evaluation methodology. Persons who had been active in the project and who as a group represented the mixture of contributing participants in the school system, the city, and the community were interviewed by an external evaluator. They responded to two questions: "What happened that would not have happened if LINC had not been in Emeryville?" and "What would you do if more money were supplied?" Overall, the project was felt to have benefited the community and many concrete suggestions were offered for post-project activities.

PROBLEMS IN IMPLEMENTING THE PROJECT

Many unforeseen problems arose which hampered the project and delayed or curtailed achievement of objectives. Most important were these:

- The city governance was reorganized between the initial planning of the proposal and the early stages of implementation. This delayed establishment of the Management Team for three months, and stabilization of interagency relationships for another three.

- There were three project managers: the first became ill after 4 months, the second was injured after 4 months, and the third manager was abruptly reassigned by her agency to another project, but later returned part time.

- The project office was moved three times. The project office space was cramped and noisy. Office equipment had to be rented, which contributed to unanticipated costs.

- The school superintendent was involved in a widely publicized legal battle involving a former teacher and failed to attend many meetings. There was no other district-level administrator to replace him.

- The loss of high school accreditation from the Western Association of Schools and Colleges occupied the attention of school officials.

- The high school principal became ill, delaying the high school data collection.

- Efficient half-time clerical assistance could not be located.

- CETA employees required extensive supervision to complete the assigned tasks, detracting from other project activities and adding to the load on the project manager.

- Although a search was begun early for two university graduate students to join the project as research interns for the data collection, qualified and willing candidates were not located for six months. The needs assessment had to be compressed within a three month period at the end of the project. One intern could not complete her report, and it was finished by the ACTEB/ACAP Technical Assistance unit.

- The project closing date had to be extended three months in order to complete needs assessment activities and reports.

- The number of FAULT TREES that were completed had to be reduced from five to two, due to unanticipated costs and time requirements. The skills and time required to construct the trees and complete the analyses were far in excess of what the participants could provide.

ACCOMPLISHMENTS

Summary statements of the accomplishments follow:

- Two joint planning sessions were held between the members of the city council and the school board. These set priorities on joint planning and established directions for the future.

- A needs assessment of the community was conducted using social indicators, interviews, survey questionnaires and causal analyses. Two major reports and three supplementary reports were issued.

- A mini-park was constructed as a result of joint planning and use of resources.

- A resource directory was published, giving detailed information on human services available in nearby communities to Emeryville residents.

- A telephone information and referral service was conducted for three months from the project office.
- Members of the city, school staff, and community received training in needs assessment
- An evaluation was conducted and a report issued, showing the major outcomes as viewed by key participants.
- Two FAULT TREES - child care and employment - were produced.

CONCLUSIONS

The project did accomplish its major objectives, with one exception. Factors operating within both city and school district government, as well as the short time frame, made it unrealistic to institutionalize the processes of joint planning. Several solid accomplishments occurred, however: the completion of indepth needs assessment following a new model, the building of a mini-park, activation of the first local public child care center, publication of a resource directory for human services, and the demonstration of processes for joint planning through public work sessions with elected officials. The results are transferable to other cities, as well.

Nine months after termination of the project, there is evidence of continued informal interaction among many of the groups involved in LINC, including increased cooperation between the Neighborhood Improvement Associations and the Industries Association. A further outcome was that, based on the needs highlighted by LINC, the city itself funded a job development and placement element in its Job Bank, which had previously been limited to training. There is every reason to believe that, once the new school district administration takes hold and the recall election for two city council members has been held (it is scheduled for September 1979), the climate will be right for continued interagency planning in the city of Emeryville.

DESCRIPTION OF PROJECT

PURPOSE AND OBJECTIVES

LINC was an innovative project conducted as a four-way partnership among agencies which had not previously worked together in this way -- a county office of education, a county-wide human services agency, a small city within the county, and the school district within that city. The two county agencies were the Office of the Alameda County Superintendent of Schools, hereafter referred to as the Alameda County Office of Education (ACOE) and the Alameda County Training and Employment Board/Associated Community Action Program (ACTEB/ACAP). The project was conceived by ACOE and ACTEB/ACAP to produce tangible and intangible benefits for the city and the school district. Specifically, the LINC project had these goals: (1) to produce a model of joint needs assessment, (2) to conduct that needs assessment for the City of Emeryville and the Emery Unified School District; (3) to develop a structure which would promote continued joint planning between the schools and the city after the project was over; and (4) to develop processes and products that would be transferable elsewhere.

The intent of the project was that the four partners would seek, try out, and finally formalize relationships which would lead to city-school district ongoing planning to meet major unmet needs of mutual concern. The role of the two county agencies was to provide technical assistance and consultation toward that end, and to direct the gathering and analysis of the needs assessment data. After the phase-out of the project, the county partners would withdraw.

Specific objectives to be met by the project were:

1. To develop capabilities for cooperative planning.

2. To develop needs assessment implementation capabilities, including the training of local participants in appropriate needs assessment procedures.

3. To utilize Fault Tree Analysis (FTA) to verify major needs and determine their causal paths.

4. To develop effective result-reporting capabilities. Develop resource profiles, needs profiles, and recommendations for action. Compare the documents of what should/could be, with present state of affairs.

5. To develop more systematic evaluative capabilities.

PROBLEMS ADDRESSED BY THE PROJECT

The impetus for the LINC project did not arise initially from problems peculiar

to Emeryville. Observations and experience of ACOE and ACTEB/ACAP had shown that both school districts and cities were facing problems which might be better solved by joint efforts than by working alone. School districts generally were being faced with declining enrollments, dwindling resources, higher costs, high dropout rates, and problems of lower levels of academic and vocational achievement among their students and graduates. At the same time, public expectations of education and demands for higher standards and more effective use of resources were increasing. Cities also were faced with serious economic and social problems -- overcrowding, high unemployment among the urban poor, especially youth and minorities, changes in the character of populations, and strains on resources, particularly for human services.

The choice of Emeryville as a site for the project was somewhat fortuitous. The Technical Assistance unit of ACTEB/ACAP and the Research and Development unit of ACOE had already established a working relationship with each other to exchange ideas and technical information on needs assessment. As they considered the possibility of an interagency program, they looked for a city and school district that would be interested and willing to work together, and in which such a project would be feasible.

RATIONALE FOR SELECTION OF EMERYVILLE AS A DEMONSTRATION SITE

Three major considerations led to the selection of Emeryville for the project: manageability, transferability, and commitment.

Manageability. The boundaries of the city of Emeryville and the Emery Unified School District are coterminus, eliminating the political problems of overlapping school and municipality jurisdictions characteristic of many places in Alameda County, and in California generally. It was also felt that the possibilities for project success would be enhanced by the relative simplicity of the governance structures and small administrative staffs. In addition, the logistics of implementing a needs assessment would be simplified because of the small size of both the area and the population.

Transferability. Although small, Emeryville had all the problems of any urban city: poverty, high unemployment rate, high percentage of minorities, high percentage of single-parent families. In some ways it was like a small, rural town, with no department of planning, human services, or recreation. Yet it was a city in the heart of the San Francisco Bay area, with almost half its population in need of human services. Therefore, it was felt that in spite of the smallness of the community, the lessons learned there in interagency cooperative planning could be transferred elsewhere.

Commitment. Cooperation between two sets of partners was already established. ACTEB/ACAP had recently instituted a program to provide Emeryville with technical assistance in the human services area. Furthermore, the city had appointed a task force for needs assessment, and had committed both funds and some anticipated CETA employees to the project should it be funded. The school district, because of its small student population, was entitled to direct assistance from the Alameda County Office of Education, and in fact had an ongoing working relationship with the county office.

NEED FOR JOINT PLANNING CAPABILITY

A review of the literature revealed that systematic joint planning between cities and school districts was extremely rare. No clearly defined or well-described examples or models were identified in the published literature. Cities and schools looking for ways to conduct joint-planning had no precedents to initiate or direct their thinking.

The imperatives for joint planning differ from one community to the next. Sometimes there are conflicting interests on land use, or in access to the same sources of funds. Coordination and cooperation would appear sensible in avoiding duplication of effort or in seeking ways to provide educational and human services where gaps now exist.

Emeryville residents had to go outside the city for most human services. The only recreation was provided by the school system. Informal cooperative efforts between the school district and city departments had taken place, but a great potential appeared to be untapped.

ORIGINS AND SETTING OF THE PROJECT

In January 1977, after a number of meetings conducted by the city and ACTEB/ACAP, the Emeryville city council authorized the conduct of a needs assessment for the city. By March, a preliminary work plan had been drawn up. Concurrently, the Technical Assistance unit of ACTEB/ACAP and the Research and Development unit of ACOE had been meeting for several months to exchange information about problems of mutual interest. Members of the two units saw a need for formalized, systematic joint planning between cities and school districts, in order to make the most of dwindling resources and to serve the public better.

Since Emeryville had already shown a strong interest in needs assessment, and since the Emery Unified School District was a direct service district of the ACOE, with boundaries coterminous with city boundaries, the possibility of a joint city/school district needs assessment was broached to the governing boards of the city and school district. They were enthusiastic about the suggestion, and a four-way partnership proposal was submitted to the Community Services Administration, with the ACOE as the applicant agent and the administrator of the project.

THE COMMUNITY

Emeryville is located in the San Francisco bay area. It is bounded on the north by Berkeley and on the east and south by Oakland. The western edge of the city is on San Francisco Bay. A major freeway, Eastshore, runs parallel to the bay waters. Railroad tracks separate the city and the highway. Beyond the railroad tracks and the freeway on the bay side is a landfill area that extends into the water. The total area is 1,450 acres, but the city covers only 750 acres; approximately half of the acreage is bay water.

For many years the city operated as a small town surrounded by the larger cities of Oakland and Berkeley. Industries built larger and larger complexes and eventually covered 90 percent of the land. Industrial growth was fostered by the nearby railroads, which offered inexpensive and quick access to nationwide distribution. The bay with the Oakland harbor is another commercial advantage. Beginning around 1970 the land near the bay attracted real estate developers. The shoreline was extended with landfill into the bay and an attractive housing complex known as Watergate was built, with restaurants and small shops in the surrounding marina area. Emeryville now had a third element in its makeup: the townspeople, the industries, and, lastly, the new dwellers.

The population of Emeryville (4,370, according to the 1977 census up-date), is small compared to its neighbors - Oakland 329,700, and Berkeley 111,200. The ratio of residents is one-third in Watergate, the apartment complex, and two-thirds in the main city area. The older residential area is a mixture of ages, whereas Watergate is an adult community; no children are allowed. The ethnic distributions for the older residential areas according to the 1970 census were 37% black, 57% white, 6% other minorities. Generally, Watergate has few minority residents.

San Pablo Avenue, which intersects the town, is a major north-south traffic corridor between Oakland and Berkeley, particularly for intercity travel. Businesses line the avenue on either side and housing is located on the side streets.

There are no churches or libraries, but there are fire and police departments. The city hall is located near the Watergate complex area. The school district maintains one high school and two elementary schools, with an enrollment of approximately 600 pupils. Just prior to the LINC project, one of the elementary schools had been destroyed by fire, and had to be rebuilt.

Emeryville is described as industry-rich and job-poor. The city has the highest resources for employment and, contrastingly, the highest unemployment rate (18 to 20 percent) in Alameda County. According to the 1970 census, median income was $7,397, among the lowest in the county.

THE AGENCIES

The four agencies which had leadership roles in the LINC project are described below. Many other groups, such as the Industries Association and the Neighborhood improvement Associations, were important to the project, but had no specific contractual responsibilities.

Alameda County Office of Education. ACOE is an educational agency which provides an intermediate link between the school districts of Alameda county and the California State Department of Education. It has an elected superintendent and an elected board representing geographical areas of the county. Like other county offices, it provides a number of direct and coordination services to school systems, such as budget review and approval, staff development of teachers and administrators, assistance with curricular and facilities planning,

publication of courses of study and curriculum materials, and the development and dissemination of processes and products to improve needs assessment and program planning. In addition, it operates schools for neglected and delinquent children, and programs for the severely handicapped.

The Research and Development (R & D) unit of ACOE was set up to establish linkages between the knowledge base provided by educational research and instructional practices in schools. Prior to the LINC project, the administrator of the unit had conducted extensive research on needs assessment, and had published monographs and needs assessment kits. She had also worked for several years in adapting an aerospace engineering concept, Fault Tree Analysis (FTA) to educational needs assessment and planning. FTA will be described in detail later in the report.

ACOE had fiscal and administrative responsibilities for the project and shared technical responsibilities with ACTEB/ACAP. The R & D unit administrator was also the project administrator of LINC. The conceptualization and writing of the project proposal was the joint work of this administrator and of the Technical Assistance unit of ACTEB/ACAP. The entire R & D unit, both professional and clerical, provided ongoing support to the project.

Alameda County Training and Employment Board/ Associated Community Action Program. Eleven cities and the County of Alameda joined together in 1974 to form ACTEB/ACAP -- a unique public agency established to support and advocate the delivery of human services. ACTEB is the Alameda County Training and Employment Board. ACAP is the Associated Community Action Program. The consortium has a governing board of elected officials representing the county and each city.*

As a prime sponsor, ACTEB administers programs which provide job training and employment opportunities for unemployed, underemployed and economically disadvantaged persons under a mandate from the Comprehensive Employment and Training Act of 1973 (CETA). ACAP administers programs which provide training, education, and opportunity for self-help under a mandate from the Community Services Act of 1974 (CSA). The emphasis has been on youth services, senior services, and information-outreach-referral. Funds are used to strengthen the community capacity for planning anti-poverty related programs and better organize the range of human services.

In July 1976 ACTEB/ACAP initiated a program of technical assistance to member governments funded through CSA. Five consultants in the T.A. program were assigned to help the cities to determine, develop, and implement their chosen role in planning for social services, and thus to strengthen local government human service planning capabilities. The T.A. unit helped small cities to conduct effective needs assessment, develop social policy, design programs, perform grants management, and design and conduct evaluations.

The LINC project owed a major portion of its conceptualization, impetus, preproject planning, and program implementation to the T.A. unit of ACTEB/ACAP. One technical assistance specialist devoted 80 percent of her time to the

*This section is based on information from the ACTEB/ACAP Annual Report for 1976-77.

project, and in the last five months, became project manager. Other consultative and advisory assistance was provided by other unit members.

In June 1978, following the passage of Proposition 13, ACTEB/ACAP phased out the technical assistance program, and members of the unit were assigned to other departments. However, ACTEB/ACAP continued to support the LINC project in substantial ways until the end of project funding.

The City of Emeryville. At the time when the project proposal was submitted, Emeryville had a city manager form of government, a city council composed of the mayor and four council members, and two departments -- fire and police. Although there were no planning or human services departments, a planning intern from the University of California at Berkeley was on the city manager's staff. The city manager, who had introduced the idea of a city-wide needs assessment to the city council, gave his own and staff time to the preparation of the proposal. A major share of the city's inkind contribution was intended to be the allocation of a planner full time to the project implementation.

By the time the project was funded, however, the city council had retained a consultant to design a reorganization of the city governing structure. The position of city manager was abolished. Five departments were added, including a Department of Redevelopment and Community Development, and the the department heads formed a kind of administrative cabinet. The staff planner was reassigned, and no longer available to the LINC project. Although there was no official city executive, a new position, administrative assistant to the city council, was created. The person who filled that position, and who functioned as a key city administrator, became the principal liaison between the city and the LINC project.

The city reorganization and filling of key positions was not completed until some four months after the project start-up date.

Prior to reorganization, some $14,000 had been allocated from the general fund to convert facilities for use as a senior citizens center. The needs assessment effort, already begun, was transferred to the LINC project, with a contribution of $5000 in cash. It was expected that some directions for human services development would result from the LINC project itself.

Emery Unified School District. The district is composed of three schools - two elementary and one junior-senior high school. Children in kindergarten to third grade attend one elementary school, and fourth to sixth, the other. Seventh through twelfth grade students are enrolled in the high school. The district has one of the highest per/pupil expenditures in the state of California - $2,874 in 1977, ranking in the 99th percentile for school districts in the state. (Per/pupil expenditures in California districts range from about $500 to $3000.) Test scores and enrollment in college reflect the common urban pattern of below median performance. Members of the school staff have full professional qualifications and have been cited with several awards for program excellence. Pupil/teacher ratios are very favorable, average

class size being around 25. Counseling and speech-language therapy services are offered.

The district is governed by a five-member elected board of education. The central administrative staff consists of the school superintendent. There are no middle management central office administrators to assist the superintendent. At the time the LINC proposal was written, an administrative assistant was on the staff. During the period when the proposal was being discussed and written, the administrative assistant served as liaison to the project. He gave time and valuable assistance in conceptualizing the project to assure commitment and participation on the part of the school district. However, he retired in July, 1977, shortly after the project was funded, and no replacement was appointed. This retirement left the superintendent as the only person with authority to make a commitment to the project activities and assure the cooperation of the school district personnel.

Although the vast majority of the student population came from poor families, with a high proportion of blacks and Hispanic-Americans, the district was seen as a good place to go to school. Many parents from Oakland and Berkeley who lived nearby requested transfers of their children to the Emery high school, because of smaller classes. Unlike many other school districts, both urban and suburban, there were few instances of vandalism, and staff reported that students seemed to take pride in their school. The active recreation department, which included a bowling alley, provided the only recreational facilities for the entire community.

Student scores in reading and math, as measured by the statewide California Assessment Program, were at or above their expected level in the primary grades, but sixth grade scores were lower and 12th grade scores were in the lowest percentile. The district explanation was that a high proportion of high school students came from outside the district, and that those students did not get the benefit of the small classes and good programs in the district's elementary schools.

Students wishing to take vocational courses have access to the regional occupational program shared by the Oakland and other districts in north county, but few of them take advantage of the opportunity.

In spite of the high per-pupil expenditures and other factors which should make for a successful program, the district has been subject to a number of severe stresses. It has had a succession of superintendents -- some five in 10 years -- and thus little continuity in management. Shortly after the inception of the LINC project, the district was notified that the high school had lost its accreditation with the Western Association of Schools and Colleges (WASC). The loss of WASC accreditation has serious ramifications for graduates, who may not be admitted to the college of their choice. (In the spring of 1979, accreditation was restored for three years.) The WASC report, among other things, noted the need for more systematic planning.

Other stresses occurring prior to or during the project included a lawsuit against the district growing out of the dismissal of a teacher who had had

a transsexual operation, a heart attack of the high school principal, and tensions between the school board and the superintendent. In addition, the small size of the district and declining enrollment posed the threat that it might be absorbed into either of its neighboring districts - Oakland or Berkeley. The effects of these stresses on the project will be dealt with in a later section.

POLITICAL AND BUDGETARY ENVIRONMENT PRIOR TO THE PROJECT

The funding process for human services for Emeryville is dependent to a large extent on the funding processes for all of Alameda County. Emeryville is a small city in a 13-city county of 1.1 million residents. Most human services funding available to Emeryville is funneled through county-wide agencies. When competing for funds from outside sources, both the city and the school district were at a disadvantage because they lacked a systematic data base.

The city operated both dependently and independently in the area of human resource funding. It funded some human services through the use of general funds -- one-half the operational cost of a senior citizens' center and five recreation workers for the school district. It also utilized revenue sharing funds for human services. Nevertheless, direct human services located within the city, provided by the city or other sources, were minimal.

Emeryville is part of the county funding process for revenue sharing, HCDA, CSA, and CETA/DOL funds. The first two are handled directly by the county, the last two through ACTEB/ACAP.

Federal and state monies for education, health, social, and welfare services are allocated directly to the county. A number of direct services are provided through the county in lieu of monetary allocations. The city is under the jurisdiction of the Alameda County Housing Authority, the Alameda County Health Care Services Agency, and the Alameda County Human Resources Agency, and the school district under the jurisdiction of the Alameda County Office of Education. The United Way, the major non-public human resource funder in the county, provided no funds for service delivery in Emeryville during the project year.

Since both the city and the school district were primarily in funding dependency positions and lacked systematic planning data, they often played reactive, sub-optimal roles when attempting to meet the human resource needs of the residents.

The district is a direct service district of the Alameda County Office of Education, which provides it with psychological, special education, and pupil personnel services, as well as general curriculum coordination. In 1976-77 the district derived 9% of its income from state support, 1% from federal support, and 90% from local property taxes.

The assessed valuation in the district is $228,000 per pupil at the elementary level and $330,000 per pupil at the secondary level -- among the highest

assessed valuations per ADA (average daily attendance) in California. The district is thus able to offer an educational program featuring low pupil-teacher ratio and extensive supplementary services. Due to the small student body, however, the total budget is actually small and programs of high cost, and the district is not able to offer the variety of curricular choices that would be desirable.

Because of the high tax base, there is the potential for much higher resource allocation. However, the tax base is almost wholly industrial; the workers come mainly from outside the city, and industry thus has little stake in the school system. The students, on the other hand, come from poor families, largely black and other minorities, with high unemployment.

ACHIEVEMENT OF PROJECT GOALS AND OBJECTIVES

ACTIVITIES DESIGNED TO ACHIEVE THE GOALS AND OBJECTIVES

Six major activities had been proposed:

1. Development of a plan for success. This included a work plan with specific time lines and task allotments. It also was to include a Fault Tree Analysis predicting the major barriers or problems that might arise, in order to take corrective action.

2. Application of the needs assessment process based on the plan.

3. Indepth analysis of causes of high priority needs -- including an examination of reasons why they had not been previously met and what could prevent their being met in the future.

4. Reporting for decision-making and community awareness.

5. Evaluation of processes and products.

6. Packaging the results for transferability, so that other such inter-agency partnerships might benefit.

PROJECT PHASES

Most of the objectives of the project were met, although the extent and depth of each varied somewhat from the original concept. Following is an overview of phases of the implementation, by time periods.

Pre-project planning. December 1976 - June 1977. Much groundwork had been laid prior to funding. Community organizations, city departments, elected officials, and ACTEB/ACAP T. A. staff met regularly to discuss the feasibility and scope of a proposed needs assessment. Emeryville City Council authorized a needs assessment for the city. Members from R & D unit, ACOE, and T. A. unit, ACTEB/ACAP, met regularly to discuss mutual interests in needs assessment and planning. T. A. unit developed preliminary work plan. LINC

project conceptualized commitments made by the four partners. City needs assessment absorbed into the LINC project. Project proposal written by Carol Serrell, consultant retained by ACOE; Bernice Scarborough, ACTEB/ACAP technical assistant assigned to Emeryville; and Belle Ruth Witkin, Administrator, R & D unit, ACOE.

In June 1977, under the direction of Bernice Scarborough, a one-day community needs assessment workshop was held in Emeryville. Groundwork was laid for the involvement of the Needs Assessment Committee after the project should be funded.

Implementation of project, July 1, 1977 - September 30, 1978.

- July - October 1977. Carol Serrell hired as project manager, half-time. Found office space. Completed ready plan. Regular meetings of Needs Assessment Committee. Set up Management Team. Made presentation at city Council. Held joint work session of city council and school board, with community participation. Set up new lines of communication with new city governance structure.

- November 1977. Began needs assessment activities. Did preliminary work on Fault Tree Analysis. Began search for graduate research interns through Western Interstate Commission on Higher Education (WICHE). Changed CETA clerk-typist.

- December 1977. Carol Serrell resigned due to ill health. Instituted search for new manager.

- January - April 1978. Ron Miller hired as second project manager. Began data collection. Reorganized work plan. Continued efforts to forge links between city and school district.

- March - June 1978. Two WICHE interns were hired to conduct surveys and interviews and collect social indicators. Joint planning and completion of mini-park. Completed Resource Directory and instituted a "hot line" for resource referrals in the project office. Completed Fault Tree Analysis of child care in Emeryville. Local newspaper supported project with articles, listed hot line telephone number.

- May 1978. Ron Miller resigned due to injury requiring surgery. Bernice Scarborough assigned to project full time as manager, and other members of the ACTEB/ACAP Technical Assistance unit gave supplementary help.

- July - September 1978. No-cost extension granted. Survey and social indicators reports were completed. Performed Fault Tree Analysis of unemployment problems in Emeryville. Issued three supplementary data reports: Synthesis of Data Collection, Summaries of Needs Assessment Data by Concern Areas, and Suggestions for Further Data Collection. (These reports were published by ACOE in October.) An ACOE evaluator,

previously unconnected with the project, performed a process evaluation by means of interviews with key project participants (excluding project manager and administrator), and wrote the narrative report, Perspectives of Linc. Project office moved to ACOE Research and Development unit September 1, and project was officially terminated September 30, 1978.

Post-project activities, October-November 1978. Due to illness or absence of key management team members, completion of some activities had to be postponed. Post-project activities were directed by Belle Ruth Witkin out of the ACOE office. A final work session was held jointly between the city council and school board on November 2, 1978, facilitated by an outside consultant. Planning meetings were held during October, under leadership and resources from ACOE. At the November 2 meeting, the two governing boards appointed members to continue with joint planning, and set January 4, 1979, for another joint work session. That session was not held, due to reorganization of the school district staff, preoccupation of the district and community with efforts to regain WASC accreditation, and other pressing political and management problems facing the city and school district.

ACCOMPLISHMENTS OF THE PROJECT

In effect, there were two major results of the project. At the pragmatic level there was the organization and mobilization for data collection. This thrust can be broken down into specific tasks that were assigned and scheduled within a time frame. At a more nebulous level there was the thrust to develop the attitudes, skills and commitments of key actors in the city and the school district that would support collaboration in planning and in implementing projects in which they shared a mutual interest. This goal was implemented primarily through the processes that were created for sharing information among various representatives of local groups during the project, and through collaborative planning on a mini-park.

The next sections describe the needs assessment model, the reports that were generated by the needs assessment, and the processes that resulted in the mini-park.

NEEDS ASSESSMENT MODEL

As stated before, there were no precedents established for a model of joint assessment of needs between a school district and a city. In order to guide the collection of data, it was necessary to establish a model that would draw on disparate approaches and provide a synthesis useful for guiding decisions for joint planning.

Historically, needs assessments by local educational agencies have been conducted for not much more than a dozen years. The major precipitating cause was the infusion of federal dollars into local school systems for categorical purposes, when in 1965 the Elementary and Secondary Education Act was passed to provide compensatory education for disadvantaged youth and seed money for educational innovations. A body of theory and practice grew up which defined

a "need" as a discrepancy between "what is" and "what should be." Guidelines for needs assessment stressed the importance of involving educators, students and the community in the process. The focus was mainly on identifying critical unmet needs of students, particularly in basic reading and mathematics skills, and in establishing priorities for allocation of new or existing resources to meet those needs.

During the same period, a constellation of factors brought about increased city involvement with human services. At the federal level, the block grant approach put the burden on local governments to plan and allocate federal programs -- much like the categorical aid programs from federal and state governments to school districts. In 1973 the League of California Cities adopted an Action Plan for Social Responsibilities of the Cities, calling on local governments to accept their responsibility for human services and to work out a delivery system. At the local level, citizens, community groups, and social program providers were putting pressure on city officials to deal with human needs.

Because the cities in Alameda County often lack the time, staff, or resources to plan effectively, ACTEB/ACAP accepted the responsibility for helping work out some of the solutions, outlining goals and services to be rendered jointly with the city. T. A. specialists then worked with the city, usually starting with needs assessment.

Concurrently, political forces at state and local levels were calling for more active involvement of parents and the larger community in planning, implementing, and evaluating educational programs, first at the district level and then at the school site level. Title I of the Elementary and Secondary Education Act called for school and district advisory councils composed of parents and educators to plan programs for disadvantaged youth. More recently in California, the School Improvement Program embodied in Assembly Bill 65 (the Hart legislation) mandated that needs assessment and program planning be conducted by active, ongoing school site councils composed equally of parents and educators and, in secondary schools, of students. The ACOE has taken a leadership role among county schools offices in California in providing consulting services to school sites on needs assessment, and in developing planning models, processes, and data collection procedures and instruments for needs assessment that have been used nationwide.

Thus, the stage was set to conduct both educational and social services needs assessments, involving all segments of the community and the schools in the assessment. However, disparate methods have traditionally been used for the two kinds of assessments, resulting in different kinds of data collected. In the LINC project, some way must be found to synthesize the different approaches.

In educational needs assessment, the most common methods used are variations of survey questionnaires and the comparison of student scores on tests of reading and mathematics with national or state norms or other predetermined criteria. Typically, the questionnaires ask for perceptions of importance of lists of educational goals, objectives, or school conditions, and perceptions

of attainment of the goals. Discrepancies between two sets of scale scores on each item are then computed, and items are arranged in order of priority according to the magnitude of the discrepancies.

Aside from serious conceptual and methodological issues arising from such simplistic discrepancy surveys, as well as problems due to over-heavy reliance on test scores or global perceptions of school performance, the usual needs assessment approaches are not appropriate for joint planning because their major concern is the academic needs of students. Although parents and the larger community are encouraged to be a part of the process, and are often interviewed or asked to respond to questionnaires, the focus is always on needs pertaining to the school, not to the school in relationship to the community.*

In contrast, cities and local or county human services agencies tend to use social indicators in needs assessment -- demographic and statistical data that can be collected over time and that will show trends.** Public opinion polling may also be used, especially to determine the perceived quality of services delivered or the need for more or different services. Although education is often included as one element of the assessment (along with health, safety, and the like), it is usually limited to the educational needs of preschoolers or adults.

Thus, it was seen that needs assessments done independently by a city and a school district would typically differ in the focus of concern, the types of data collected, and the methods used. It would be unusual if such assessments were to uncover needs that could or should be met by joint planning and use of resources, even though such needs might exist.

The model designed for the LINC project attempted to synthesize the two approaches, and to add another element as well -- that of causal analysis. The data collection was organized as follows:

1. "Hard" data on the status of both citizens and students were to be gathered using a matrix of social indicators.

2. Resources available to all citizens and students were to be identified.

3. Perceptions of both status (what is) and desired states were to be gathered as follows:

*For background on technical aspects of educational needs assessment, see B.R. Witkin, Analysis of Needs Assessment Techniques at State, Intermediate, and Local Levels, National Institute of Education, 1975. ERIC: ED108-370.

**Recently Robert Rossi and Kevin Gilmartin at the American Institutes for Research in Palo Alto have issued a number of papers on the use of social indicators in educational evaluation, and the American Educational Research Association has formed a Social Indicators Interest Group, with a monthly newsletter. At the time of the LINC project, however, information on social indicators in education was not readily available.

a. Through interviews with selected business leaders in Emeryville and providers of services both within Emeryville and in the surrounding communities available to Emeryville residents.

b. Through a mail questionnaire to key informants.

c. Through meetings of the Needs Assessment Committee and other community groups.

d. Through meetings of educators, parents, and students in the school district, using a focused group process.

4. Once the major areas of concern and of unmet needs had been identified, a Fault Tree Analysis (see discussion in section on reports below) would be undertaken to identify the major barriers preventing the meeting of needs in those areas.

The general model appeared as shown in Figure 1. This model could be applied to continuing needs assessment by using feedback from evaluation of the action plans to reconsider concepts, identify new gaps, or reanalyze causes of failures to meet needs.

REPORTS AND DOCUMENTS GENERATED

Data collection of various kinds occurred throughout the life of the project, based on the foregoing model. Once the data were compiled, useable reports that addressed the particular problems of Emeryville were needed. Three reports and two FAULT TREES were produced to meet these requirements. A fourth report, providing an evaluation of the LINC project, has been referred to earlier. Each of these reports and documents is described below. In addition, three supplementary reports, summarizing and synthesizing the data, were published.

Report 1 - Social Indicators. A WICHE intern contacted local agencies in Emeryville and Alameda County to collect statistical information about Emeryville. Many data sources were used, including the 1970 census and school and city records. The data were summarized and placed in an organized format. Areas covered were the identified concerns: child care, education, employment, recreation, and health, including mental, physical, and public health. The report indicated such areas of concern as the following:

- Emeryville was the only incorporated city in the county with no child care facilities, with a need for full day care for pre-school children of between 87 and 137 full day slots, and before and after school care for at least 55 children.

- Educational indicators showed a lack of preparation of students for employment and low test scores and academic standards.

- The unemployment rate of the community was almost twice as high as the rate for the county in general, and 93% of the unemployed were high school graduates.

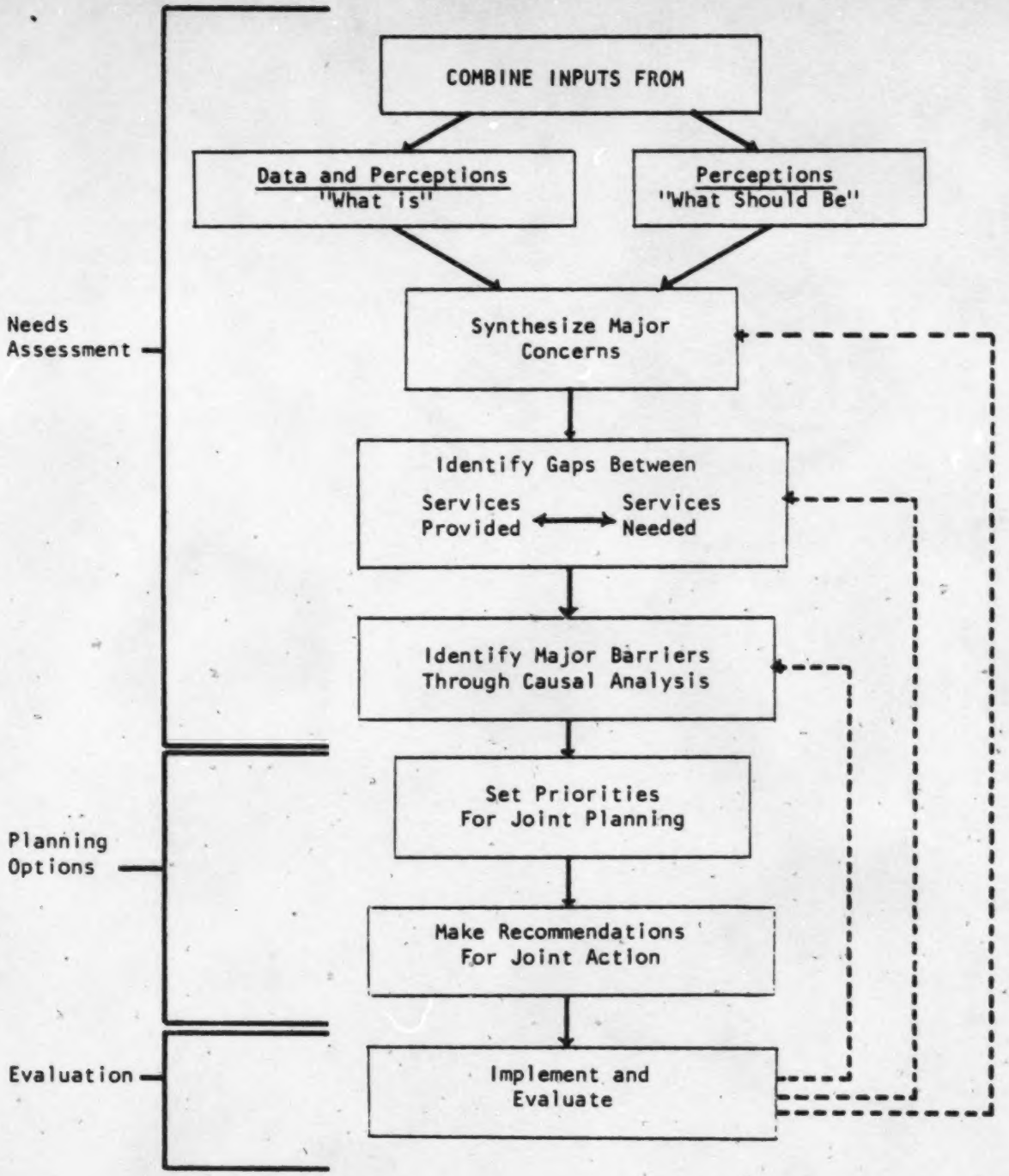

Figure 1. General model of phases of a needs assessment

- Mental health was a critical concern, with high rates of alcoholism, alcohol and felony drug related arrests, and double the county rates of cirrhosis of the liver and serum hepatitis.

- There was a lack of primary health care and lack of services for the physically disabled.

- There was a lack of recreation facilities other than school district facilities.

Report 2 - Emeryville Perceptions. Surveys were designed to collect information on the attitudes, opinions, and concerns of community leaders. The surveys were composed of questions about physical and mental health, employment, education, recreation, child care, housing, and transportation. Each respondent was asked to describe concerns in the above questions and then rate each on a scale of criticality (very, somewhat, or not very critical). Other questions in the survey asked respondents to state the most important problems facing Emeryville and the reasons why the problems had not been solved.

The respondents represented three groups of community leaders: key informants, business leaders, and service providers. The key informants were chosen on the basis of their positions in the community. City officials, school personnel, school board members, community organizations, and persons active in community projects were included in the sample. Service providers were primarily heads of city, county, and state agencies. The majority of these neither lived nor worked in Emeryville, but did have contact with Emeryville through the service agencies.

Most of the key informants, however, resided in Emeryville. Business leaders were selected by using a table of random numbers on an alphabetical list of members of the Emeryville Industries Association. All the individuals in this sample had positions of authority in their business and all of the businesses were located in Emeryville, although the respondents themselves were not necessarily residents.

A WICHE intern, who had been trained in social research and who had conducted marketing surveys, designed the questionnaires with assistance from the project manager and management team. She also developed the interview protocols and trained five students from the nearby College of Alameda as interviewers. The survey process and the questionnaires were approved by the city council and school board. Both WICHE interns worked on the data analysis and on Report No. 2, which describes the instruments and the data collected in detail.

Reports No. 1 and 2 were massive. They were published by ACTEB/ACAP as an inkind contribution, and distributed to the school board, city council, and management team.

Report 3 - Services Available to Emeryville Residents. The resource guide was a practical need that had been established prior to LINC. Although no social services were located in Emeryville, residents had access to those

in Berkeley, Oakland, and elsewhere in Alameda County. The county directory of services, however, was cumbersome, poorly organized, out-of-date, and difficult to use by other than human service providers. For lack of information, persons with questions about income assistance, or in need of health or emergency care, or legal problems, could not easily get the help that was being offered. Agencies offering some of the needed services were often unaware of other agencies and the scope of their services. Accordingly, CETA researchers assigned by the city to the project spent a year compiling information for a resource directory that would be usable to Emeryville residents. They updated and verified pertinent information from the county directory, reorganized it using a simplified standard format, and provided a section for handy reference using briefer entries. Information provided for each agency included location, telephone number, kinds of service provided, persons in charge, and eligible recipients. Three sets of the report, in looseleaf binders for ease of updating, were published, and placed in the school district administrative office and in two city locations.

As an outgrowth of Report No. 3, a "hot line" was established in the LINC project office, which provided an information and referral service to the community. One CETA employee who had compiled the directory answered calls on this line. The service was maintained for three months toward the end of the project, but had to be ended due to lack of funds.

Report 4 - Perspectives of LINC. Near the end of the project in the summer of 1978, 17 people were interviewed. Each interviewee had been actively involved in one of more aspects of project LINC. Some were on the Management Team, others on the Needs Assessment Committee, and still others on the mini-park committee. The interviewed group included the school superintendent, school board members, city council members, human and public service agents, and school staff members. The sample was chosen for knowledge of the project and representativeness of contributing agencies and groups. Project staff including the project administrator were included.

Three broad questions were asked:

1. What do you think has happened in Emeryville that would not have happened if LINC were not here?

2. If funding were available for continuing any project activities, what would you like to see happen?

3. Do you have any other comments you would like to make?

Data from the interviews were compiled and reported in a narrative and published September 1978. Positive and negative comments were summarized on the needs assessment process, interagency communication, community involvement, the mini-park, child care services, recreation, health and safety, the use of Fault Tree Analysis, impediments to the implementation, recommendations for LINC, uses of additional funds, and implications of LINC. Individual replies were kept confidential.

Like other reports, the evaluation was shared with the management team, the city council and school board, and other interested persons who might be able to follow up on the recommendations and suggestions.

Fault Tree Analysis. The Fault Tree Analysis (FTA) technique used in this project was adapted from a similar system used in the aerospace and nuclear energy fields for analyzing the barriers to successful operation of complex systems. The original use of the technique was limited to "hardware" systems, although some attempts have been made to analyze the use of machines in complex interfaced relationships with human agents. The project administrator is one of two pioneers who adapted FTA for use in analyzing social systems.

The purpose of FTA is to identify, in order of priority, the most probable critical paths leading to failure of operation of the system, or of any undesired event related to the system. The results of the analysis give decision makers information which they can use to redesign the system, if necessary, or build in safeguards or backup systems. In social systems needs assessment, the critical paths are used to probe in considerable depth the reasons for the occurrence of an undesired event -- e.g., high unemployment rates or lack of child care facilities -- and thus to indicate where the allocation of resources is likely to do the most good in eliminating or ameliorating the problem.

The analysis begins with the collection of inputs from the participants in a system such as city government, school districts, or a community at large. Fault Tree analysts who are familiar with the topic being analyzed study this information and formulate it into a series of "events" which are chained together in causal relationships, connected by logic gates. The final product, produced by a computer, resembles a tree with one major event at the very top, and increasing numbers of related events progressing downward and outward through the tree.

There are two stages to the analysis -- qualitative and quantitative. The qualitative analysis consists of the graphic tree display, which can be verified by the same or different informants and revised for accuracy. Accompanying printouts also show the events in narrative, outline form.

The quantitative step consists of informants rating each event for importance, frequency, and degree of difficulty to rectify once the event has occurred. Weighting factors are also used, such as the degree of confidence one has in one's ratings. Computer-printed booklets with appropriate columns are furnished for recording each person's ratings. Finally, the tree is reprinted with numerical notations for each event, making it possible to trace out visually major and minor causal paths, as many as are desired.*

*Further information on FTA may be found in a monograph by B. R. Witkin and K. G. Stephens, Fault Tree Analysis: A Management Science Technique for Educational Planning and Evaluation. Technical Report No. 2, Hayward, California: Alameda County School Department, 1973. Also by B. R. Witkin, Fault Tree Analysis: A Case Study, Educational Planning, 3:3, pp 71-85, January 1977.

Fault trees were produced on two major concerns -- child care and unemployment. Lack of facilities was the greatest concern in the child care area expressed by survey respondents. The analysis showed that the most critical need was for evening and early morning care, and traced the reasons for the lack of such care even in neighboring communities with child care facilities. Another, corroborating causal path showed the difficulty parents have in arranging their work schedules in order to take advantage of child care at the times it is available.

Unemployment was the most critical area of concern in a composite ranking of all survey groups. The FTA analyzed the need for public and private sectors to reduce significantly the number of unemployed persons residing in Emeryville by June 1980. The most probable causal paths, in order of criticality, were: (1) failures in the job market, due to insufficient jobs in the private sector for Emeryville residents because of lack of implementation of affirmative action policies for specific target groups; (2) failures of the public and private sectors to coordinate vocational training programs with job opportunities at the entry level, and (3) failures of the work force to acquire adequate work habits in the home.

Training sessions were held for people from the schools and community who were involved in either the qualitative or quantitative aspects of the analysis. In all, about 50 people participated in one or both phases of the analysis; in general, different groups were used for the two trees.

Several reports were produced on the fault tree analysis for each of the two areas of concern: the computerized printout of the tree, showing causal paths in order of criticality, and the narrative output documents for three stages of the analysis. The trees themselves are transferable, with minor modifications, to other jurisdictions wishing to conduct analyses to find their own critical paths for the same problems.

In addition to the major trees, informal analyses were undertaken on two other areas -- project implementation, and development of joint planning capability between the city and school district. On the former, problems were immediately predicted related to inadequately trained CETA staff, inadequate office space, and insufficient funding and time, and additional resources were provided by ACOE and ACTEB/ACAP in an attempt to overcome these difficulties. As to the latter, the discussions generated by the analysis among the project staff led to seeking methods that would motivate an ongoing partnership.

Aside from the Fault Trees themselves, there are several outcomes from a Fault Tree Analysis that can be valuable to the operation of a system. First, in order to perform an analysis, the analysts must involve a wide range of participants in the system, who thus become more aware of how the system operates. Second, through the quantification procedure, many people with different perspectives contribute to evaluating the strengths and potential weaknesses of the system. Generally speaking, the analysis prods

the participants in a system to take a long, hard look at how the system operates through the application of deductive logic.

Originally, six areas were chosen for analysis using the Fault Tree method. However, due to problems of insufficient time, staff, and funding, these were reduced to the two areas cited. The child care tree was developed by Bernice Scarborough, who also began the unemployment FTA. A consultant from ACOE was brought in later to finish the unemployment tree when Scarborough's time as project director was reduced.

Synthesis of data. On the whole, the data collected from the social indicators and the surveys and interviews reinforced each other, although each source contained areas of data which were applicable only to itself. The surveys included a larger number of concern areas than the social indicators, while the indicators studied each area in greater depth. The Information and Referral data confirmed the needs expressed from the other sources, and showed where resources were for meeting those needs. Fault tree analyses of the areas of child care and unemployment added considerable qualitative data and revealed the most critical paths which should be considered when seeking solutions to the problems in those areas.

THE MINI-PARK

The major joint planning task undertaken by the school district and the city was that of developing a mini-park. In the spring of 1978, discussions at management team meetings made it clear that both Emeryville partners would find it more feasible to work on a concrete, limited project than to undertake the development of a structure for planning unrelated to a real problem.

Accordingly, the management team appointed a committee to tackle a specific problem of high interest to all. The city had no parks. The only open green, grassy area was in the high school playground. Other open spaces were the yards at the two elementary schools. No recreation areas were available away from school property. Other open space was privately owned and not safe for public use.

A proposal had been made that the school district supply a plot of land which it held, and that the city contribute the funds to develop a mini-park for children. The LINC project supplied the vehicle for cooperative action. A committee from the city council, school board, school staff, community, fire and police departments met with LINC staff for several sessions to draw up plans for the creation and management of the park. Before the conclusion of the project, the park had been built and was in use.

METHODS USED IN EVALUATING THE ACHIEVEMENT OF PROJECT OBJECTIVES

Informal evaluation was conducted on an ongoing basis by the project administrator and management team, through monitoring of activities, reviews and revisions of work plans, and check lists of activities completed. After each meeting of the management team, decision summaries were sent to all members listing the decisions made, the actions to be taken on each, who was responsible, and target dates for completion. Other detailed records also provided a basis for process evaluation. All memos, reports, and decision summaries were also shared with the California liaison for intergovernmental affairs,

listing the decisions made, the actions to be taken on each, who was responsible, and target dates for completion. Other detailed records also provided a basis for process evaluation. All memos, reports, and decision summaries were also shared with the California liaison for intergovernmental affairs.

A more formal evaluation was conducted in the summer of 1978 by Joy Richardson, an experienced evaluator on the staff of the ACOE. She conducted indepth interviews with 17 key people from the management team, the Needs Assessment Committee, the mini-park committee, and with others who had assisted in LINC projects and activities. The report produced has been described earlier.

The evaluation showed that, in general, response to the project was favorable, and that it ought to be continued. Many concrete suggestions were made for the future.

The use of FTA was in itself a method of process evaluation, applied to anticipating potential barriers to effective project management and joint planning capability. The most critical failure events and their causes were predicted, monitored, and recorded, and attempts were made to redesign activities or to build in back-up systems. Though these efforts were not entirely successful, the analyses did have the virtue of alerting staff to the most critical potential hazards.

OUTCOMES -- PLANNED AND UNFORESEEN

On the whole, the goals and objectives remained the same over the life of the project. The emphasis changed somewhat, however. Initially, it was thought that Fault Tree Analysis would play the central role in the needs assessment. As the project developed, it was seen that it would be better to define the needs through social indicators and surveys, limiting the use of FTA to in-depth analysis of causes of the principal need areas. Then it was found that the marshalling of resources for both qualitative and quantitative causal analyses took so long that only two areas could be completely analyzed -- child care and unemployment.

The needs assessment model was implemented, using the procedures outlined and collecting data and perceptions from the requisite sources. Many avenues were explored for cooperative planning, including the use of teams and committees, and joint work sessions for elected officials. Reports were written for various users, and of varying specifities, from detailed analyses to focused summaries. Resources for human services were identified, and recommendations for action were made to the major partners.

What was <u>not</u> foreseen were the illnesses and resignations of two project managers, the impact that the reorganization of city government and the school district problems would have on project implementation, and the effect of the <u>smallness</u> of city and district staffs on joint planning. As will be shown later, certain aspects which had been anticipated as favorable to the project turned out to pose difficulties.

The mini-park was an unexpected bonus. The original plan did not include joint planning with a specific outcome during the project year. Additionally, as a result of the child care research, the city hired a consultant to develop proposals to acquire funds to build a child care center.

DEVELOPMENT OF RELATIONSHIPS AMONG KEY FACTORS

The principal mechanism for establishing a formal relationship among the four partners was a management team with 12 designated members. Day-by-day running of the project was accomplished by a core team and project staff, and links to the community at large were made through the Needs Assessment committee (NAC). A subcommittee met to develop the mini-park, then dissolved when its task was accomplished. In addition, there were ongoing communication linkages between the project manager and various city and school district officials, on an ad hoc basis. The hub of the relationships was always the project staff itself, through the management team. City-school district communications for joint planning rarely occurred outside of the project setting.

The two work sessions for elected officials (city council and school board) were held under LINC sponsorship -- one in October 1977, when the new city governance structure had become official, and the second in November 1978, after the termination of project funding. Both of these were open to the public.

TEAMS AND COMMITTEES

Management Team. A management team representing the four partners served two functions for the project: (1) to provide policy decisions, advice, and ongoing monitoring of the work toward project goals, and (2) to establish ongoing communication between the school district and the city as the first phase of establishing systematic joint planning capability. There were three representatives from each of the partners. Criteria for selection were that the members should have positions of authority or influence within their organizations, in order to be able to make decisions involving joint efforts; and that their positions would have continuity so that the joint planning capability could be built into the fabric of the city and school district operations for the benefit of the entire community. The district superintendent, director of recreation, and a school board member represented the school district; a city council member and two staff members represented the city; three members of the technical assistance unit represented ACTEB/ACAP; and the project administrator, director of curriculum, and assistant superintendent for instruction represented the Alameda County Office of Education.

The management team met monthly throughout the project, although many times the full complement from each agency was not present. The city council member, a strong supporter of the project from its inception, was not able to attend after January 1978, and no one was appointed to replace him. The

school superintendent was often called away on other business, as were other representatives. However, minutes and decision summaries were sent to all members following each meeting, and they were contacted by telephone when necessary for decisions or follow-up actions.

Core Team. The members of the core team consisted of the project administrator, project manager, and the ACTEB/ACAP technical assistance specialist. The core team met regularly to direct activities of the project, to assess progress, and to provide logistics for team and task force meetings.

Needs Assessment Committee (NAC). The membership of this committee was composed of representatives from many groups: the city council, the school board, City Planning Commission, Community Development Advisory Commission, the Emeryville Neighborhood Improvement Association, Industries Association, Watergate Tenants Association, School District Advisory Committee, Commission on Aging, Job Bank, Senior Center, police and fire departments, school district staff, city staff, and ACTEB/ACAP staff.

During the spring of 1977 and continuing through October, the committee met every two weeks, and less frequently thereafter, until March 1978. Informational letters and memos were sent to committee members, when they were not meeting.

During September and October, NAC was given a workshop on Fault Tree Analysis and accomplished two other major tasks. First, the members reviewed the areas of concern that had been identified in the city council-school board meeting (which had been held on September 29) as well as those that had been identified by the community at large at an all-day meeting held the previous June. With two sets of concerns before them, the NAC looked for areas of agreement, attempted to synthesize the lists, and established priorities for concentration of needs assessment efforts.

Second, once those areas of concern had been identified and prioritized, the NAC began to organize task forces. Members selected one area of concern or one task force that they wished to work on. The members' responsibilities included choosing other representatives from the community who would be willing and interested in serving on the task force. Each NAC member was to serve as a facilitator and a coordinator of the task force. The role of coordinator was to serve as a liaison between the community and the LINC project. The role of facilitator was to provide input for Fault Tree Analyses. The committee also set up a plan of action for subsequent meetings. At the October and November meetings, the mobilization and progress of the task forces was discussed. In November the committee helped to identify undesired events and to develop inputs for a fault tree. The data generated at this meeting were compiled and sent for review to the members of the NAC in December. With the resignation of the first project manager, meetings stopped for a time.

The NAC met again in March. The new project manager was introduced to the group, along with two interns from WICHE, who had been given responsibility for collecting data. The core team reported on four areas of concern important to the joint planning: education, child care, employment, and

recreation; and reviewed progress on Fault Tree Analysis and health data collection. Members of the Needs Assessment Committee identified concerns about areas of their interests, while others provided information about sources of data. Requests for assistance from members of the NAC to serve on other task forces were also made known.

Several subgroups were formed that met either once or several times as part of the effort to develop the attitudes and mechanisms for joint planning among departments of the city government and the school district. These groups consisted of elected officials and district and city staff, as well as many interested citizens. Generally speaking, however, there was little evidence at the termination of the project that the capacity for joint planning had been developed to the extent that it would be institutionalized.

INTERAGENCY WORK SESSIONS

On September 29, 1977, the project staff convened a joint work session of the mayor and city council of Emeryville and the superintendent and board of trustees of the school district. Prior to the session, presentations were made to the two bodies separately, setting forth the purpose and the importance of initiating the joint planning process, and a letter was then sent to each individual outlining the tasks to be accomplished. The session was considered highly innovative, since the two groups of elected officials had never before met together. The work session was intended to demonstrate commitment of the two partners to developing a cooperative process for jointly assessing educational and human services needs of the community, as well as to begin to define a new interagency relationship for the future.

The meeting was carefully planned by the core team as to objectives, format, and processes. The session was held for two hours in the evening, during which an overview was given of LINC objectives, plans, and accomplishments to date, and several important decisions were reached.

During the meeting, the council and board members were actively engaged in brainstorming, prioritizing concerns, and identifying critical data needed. Some 50 members of the community, many of them from the NAC, attended the meeting and participated in establishing priorities. Their inputs were analyzed separately from those of the elected officials, but were taken into account when the final set of areas was selected for needs assessment.

The major purpose of the meeting was to bring into focus those areas of critical need which were of mutual concern, and then to identify a limited number as targets for needs assessment priorities for LINC. Two sets of components were listed initially. The one for the city included employment, housing, public safety, recreation, transportation, child care, senior needs, and land use. The one for the district included student academic achievement, basic instruction K-12, vocational-technical preparation, recreation, and staff development.

After considerable discussion, the two elected bodies reached agreement on a

set of 10 need areas that had high interest for both groups, and that indicated shared or overlapping concerns. Using a paired-weighting procedure, the elected officials ranked them in the following order of importance: employment, education, housing, public safety, senior needs, health, land use, child care, transportation, recreation. Using the same procedure, the community members in the audience ranked them as follows: child care, employment, housing, education, public safety, health/senior needs, land use, recreation, transportation. Combined rankings indicated that the top priorities should be employment, education, housing, and public safety. Because of the strong feelings of community groups, child care was added as well.

The council and board members were given work sheets to be completed later, on which they would specify critical data to be gathered for each concern area, and indicate what staff they could commit to helping the project. LINC staff followed up with phone calls and visits to complete this phase.

Another major outcome of the joint work session was the designation by the officials of people who would serve on the management team.

Interim activities involving interagency planning centered on the development of the mini-park, described earlier.

The second full joint planning session occurred on November 2, 1978. Members of the school board and staff, the city council and some city staff, ACTEB/ACAP, and ACOE were present. The meeting was facilitated by an outside consultant, who had met previously for planning sessions with the project administrator and members of the management team. The purpose was to report on project accomplishments and to plan for continued cooperation now that the LINC project was terminated.

After presentations by LINC staff of the needs assessment reports referred to earlier and an explanation of the two fault trees, tracing out the major critical paths and indicating their implications for future action, the participants divided into three work groups to tackle the primary areas of concern.

Employment was identified as the most critical need. The small groups used brainstorming to develop a list of ideas about how to solve the unemployment problem, particularly for young people. Later the lists were shared with the total group. Before the close of the meeting, two council members, the superintendent, and one member of the city staff set a date to meet and discuss which of the solutions generated during the meeting might be feasible and who could begin to implement actions to reduce unemployment. It was agreed that a three-way partnership of the city, the school district, and the Industries Association should be formed to seek solutions.

FACTORS IMPORTANT IN SUCCESSES AND FAILURES OF THE PROJECT

STAFFING AND PROJECT MANAGEMENT

The project proposal contained the following staffing: project administrator,

10% time, inkind contribution from ACOE; project manager, 50% time, and clerk typist, 30%, funded by the project; technical assistance specialist to assist the project manager, 40% time, contributed by ACTEB/ACAP; two full time specialists allocated from CETA positions by the city; and various in-kind contributions of personnel--a full time junior assistant from the city, an educational specialist 40% time from the school district, a graphic artist 40% time from ACTEB/ACAP, and additional clerical help as needed from ACOE.

This staffing pattern underwent considerable change, as the needs of the project increased, managers resigned for health reasons, and people who had been promised to the project were no longer available. The names of all those who served are listed on the inside front cover of this report.

The project administrator, who ultimately gave about 40% of her time to the project, provided overall direction, conceptualization of the needs assessment model, technical advice on FTA and other procedures, and assistance with development of instrumentation. The project manager, who was brought on at 2/3 time rather than 1/2 time, was responsible for coordination of all project activities, including planning, implementation, and evaluation, as well as supervision of clerical and research staff. In addition, the manager set management team agendas, met weekly on the core team, and maintained constant liaison with the school superintendent, the administrative assistant to the city council, the NAC, and key individuals among all four partners. The technical assistance specialist from ACTEB/ACAP worked with the project manager and administrator on all phases of project planning and implementation, and advised on transferability of the product. She contributed expertise on social indicators and the resource directory, and helped supervise the data collection and reporting activities of the two WICHE interns. In effect, she functioned as an assistant manager until she was appointed project manager in May 1978. Thereafter, she gave full time to the project, until the ACTEB/ACAP reorganization and elimination of the T. A. unit, after which she continued part-time as manager until the project terminated.

The first manager of the project was hired during the second month of the funding period to work on a 2/3 time basis, and accomplished the major tasks of transferring pre-project planning activities to project jurisdiction, setting up liaisons, and starting data collection. However, she became ill and withdrew from the project at the end of November.

During December a search was instituted for another project manager, who was brought on full time in mid-January. Unfortunately, he became injured and resigned on May 2, 1978. He reorganized the workplan, carried the data collection forward with the WICHE interns, and attempted to build stronger liaisons with the schools and the minority population in the community.

The ACTEB/ACAP specialist, because of her continuous participation in the project in a central role, and as a member of the management team and the core group since the beginning of the project, was the most likely candidate to complete the last five months of the project as project manager. (By this time an extension of the project had been granted by HEW through September 30, due to the number of unforeseen adverse circumstances.) ACTEB/ACAP agreed to

contribute the services of the specialist as project manager on a full-time basis to the end of the project. The agreement did not include the placement of a person in the now vacant specialist position.

As mentioned before, the Technical Assistance unit of ACTEB/ACAP was the major group within that organization involved in the LINC operation. However, on June 22 the project manager received notification that ACTEB/ACAP was going through a major reorganization. The Technical Assistance unit was to be phased out by the end of August. The implications for the project were that the third LINC manager would be allowed to remain with the project only to the first of September and her allocated time would be cut back from full time to half time from July 10 to September 1. This represented a cutback from 60 days to 17 days until the end of the project.

This announcement created turmoil within the project since aside from the project administrator, the T. A. specialist was the only professional staff member of LINC who had continuous experience with the project since its inception at the proposal writing stage.

At once, the project manager and the administrator had to turn their efforts away from the data collection, which was in the final stages preliminary to data summary, analysis, and reporting. For several weeks their time and energies were spent in planning and submitting appeals to key staff at ACTEB/ACAP for reconsideration of the role of the manager. The HEW California liaison for intergovernmental affairs, who was constantly in touch with the management team, also appealed the decision and, finally, the manager was allowed to remain with the project until September 30 on a half-time basis.

Due to the city government reorganization, the junior assistant was not provided, nor was an educational specialist released by the school district. The graphic artist from ACTEB/ACAP did contribute time as promised, and helped with preparation of graphic materials for the NAC and with the major reports.

Support staff were supplied through CETA funds. The city allocated a substantial portion of the time of three CETA positions to the project - a clerk typist, a person to develop a resource directory, and a third person to do research on child care needs. However, these people were inexperienced and required continual supervision of the type that other staff members could not supply within the time allocated for completion of their responsibilities. As a result, many of the administrative and secretarial function had to be reassigned to personnel from ACOE and ACTEB/ACAP and were covered through inkind contributions.

The CETA positions contributed to project success, but not in the ways and to the extent anticipated. The first person designated as clerk typist was quite competent, but she was shortly reassigned by the then city manager to compile the resource directory, replacing a woman who had been found to be ineligible because of the residency requirement. The new clerk typist did not have the requisite typing or filing skills. (The second project manager arranged for her to take some courses to upgrade her skills).

For several months the manager tried to find a competent clerk typist, but it proved impossible to find someone experienced who would work part time. Finally, the clerical and typing needs -- which included letters, minutes of meetings, reports, and developing and maintaining resource files -- were met by hiring temporary clerk typists, supplemented by extensive help contributed by the ACOE R & D unit staff. The lack of continuity in staffing proved an important barrier to smooth project implementation.

The work on the resource directory, also done by a CETA employee, was in some ways peripheral to the central objectives of the project, although it turned out to be highly useful to the community and engendered considerable goodwill when the hot line for information and referral was installed.

The third CETA employee spent the year compiling information about child care facilities in nearby cities, some of which was used as input to the fault tree analysis. It should be noted that concurrently, before the child care fault tree was finished, the city successfully applied for state funds to open a child care center at one of the elementary schools. Although the center was not a direct result of LINC, and the application was submitted too soon to reflect the critical needs highlighted by the social indicator data and fault tree analysis, the department responsible felt that LINC had provided the impetus for mobilizing the resources to set up the center.

The staff hired with project funds could not possibly have completed the project without the assistance of much volunteer help from ACTEB/ACAP and ACOE. Also, for two months in the fall of 1977, a student from Lone Mountain College in San Francisco volunteered her time, working with the project manager and NAC.

The data collection was carried out by two graduate student interns recruited through the Western Interstate Commission for Higher Education (WICHE), which is located in Boulder, Colorado. WICHE supports a Resources Development Internship Program, seeking graduate students for clients through universities in 13 western states. The sponsoring institution pays part of the stipend, the rest of it and reimbursement for project-related travel being supplied by WICHE. Interns receive graduate credit in the department and university of their choice. The two LINC interns worked on the project from March through June, and one remained on a consultant basis for two months more.

The intern in charge of the surveys had several years experience in market research. She designed interview protocols and forms, identified the sample to be interviewed, selected and trained interviewers (college students, recruited through newspaper advertisements), contacted the interviewees, set up interview appointments, and began the data analysis.

She also conducted a community survey by questionnaire, including design and production of the instruments, selection of respondents, and analysis of data. Her time ran out before the report could be revised and completed to the satisfaction of the project manager. The report in its final form was the work of the ACTEB/ACAP technical assistance unit.

The social indicators needs assessment was more complex. The ACTEB/ACAP technical assistance specialist developed a social indicators matrix, a system for collecting data, and forms for compiling disparate data systematically so that they could be compared. The second WICHE intern, who undertook the massive job of compiling social indicators in five concern areas, had a background in both education and public administration. She designed data collection forms, collected, recorded, and analyzed data, wrote a major report and produced three supplements. The latter synthesized the data, making comparisons among the surveys, social indicators, and fault tree analyses; made detailed recommendations for further data collection and noted specifics of missing data for all concern areas studied. An ACTEB/ACAP technical assistance specialist performed the employment data collection and analysis.

The technical work on the fault trees was performed by the technical assistant/project manager from ACTEB/ACAP, the project administrator, and another ACOE staff member. Additional consultant help and computer processing were contracted for with the SAGE Institute of Provo, Utah.

In summary, the project had insufficient funds to retain enough staff full time to accomplish the objectives as planned. Although many people were involved at different times, most worked part-time or for short periods. At a minimum, there should have been several full time staff throughout the life of the project: a project manager, a technical assistant with background in both needs assessment and interagency facilitation, and an experienced secretary; part time consultants for data collection over a period of six months; additional part time clerical and typing help, for large reports; and an experienced fault tree analyst part time over a six month period.

ADEQUACY OF FUNDING

The project was supported by a combination of grant monies, cash contributions, and extensive inkind services from the four partners. The federal grant from HEW was $32,000, and the city of Emeryville contributed $5,000. The school district had promised to match the city's contribution, but was unable to do so. Inkind services of personnel, materials, facilities, and supplies from the four partners amounted to some $91,000. They included office space, file cabinets, typewriters, telephone, postage, printing, duplicating, graphics, technical assistance, monitoring, and evaluation.

The lack of sufficient funds for cash outlay put a severe strain on project management. The project should have been able to rent adequate office space and to hire full time staff at the outset, and particularly to have experienced secretarial help. Although all partners did their best to provide what was needed, there was always the feeling that one had to "scrounge" for the resources to accomplish the work.

SUFFICIENCY OF PROJECT LENGTH

The proposal writers were unduly optimistic about what could be accomplished in one year. Even with the addition of three months time, (at no additional funding), it was difficult to meet the objectives.

A project of this kind should have three years, with these phases: (1) six months for developing a detailed work plan and feasible project management structure, and for initiating and stabilizing the lines of communication among the partners and between the project and the community; (2) one year for data collection, analysis, and preparation of interim reports for different audiences; (3) one year, overlapping the previous by six months, for indepth causal analyses of critical needs, and to establish recommendations for planning action; (4) six months for review of the needs assessment by the key partners and the community at large, and preparation of plans which would result in action by the local governments; and (5) a final six months for preparing manuals and guidelines for transferability of the lessons learned from the project, and final reports for the different publics needing them.

ADEQUACY OF OBJECTIVES AND WORK PLAN, AND PROJECT READINESS

Although the original objectives were overly optimistic, the work plans were fairly realistic. They were revised as needed, and new target dates set. This allowed the project administrator to anticipate overloads and delays, and to request a three-month extension of the project in ample time.

As to readiness, the project was fortunate in that much groundwork had been laid prior to funding. Linkages had already been established -- between ACTEB/ACAP and the city, between ACOE and the district, and between ACOE and ACTEB/ACAP. The crucial "missing LINC" was that between the city and the school district. Groundwork for that was laid during many project planning and proposal writing sessions, and at the community wide needs assessment meeting held in late June, just prior to the beginning of the project. A "ready plan" was also adopted in the event the project was funded.

ADEQUACY OF SUPPORT AMONG CHIEF OFFICIALS

Officials who were the key to success or failure of the project were the school superintendent and school board, the city council, city clerk, and department heads. Some of them served directly on the management team, as noted previously. Others were in crucial positions to facilitate communication, recommend actions, make decisions, and supply resources. Officials of ACOE and ACTEB/ACAP supported LINC through large allocation of staff time and the inkind services referred to earlier, but the success of interagency planning rested directly with key figures in the city and school district.

The project was supported enthusiastically in concept by all concerned, but circumstances prevented some of the key people from participating fully. The

school superintendent missed many management team meetings because of other demands on his time. In the first six months there were many changes in city staff members on the management team, due to the reorganization, and three different people represented the school board. The city council had no representative on the team after the first six months. By January 1978, the management team had stabilized, and usually consisted of the core team from the project, two to three people from the city, the school board member, the school district recreation director, and occasionally the superintendent or an elementary school principal.

The city was more broadly and consistently represented in project management and activities than was the school district. Partly this was because the district had no central office staff other than the superintendent, and teachers and principals could not be freed for meetings. The project staff made many attempts to meet separately with the principals and with the teachers at faculty meetings, but with little success. The NAC consisted mainly of people representing groups other than the schools.

Another factor may have played a part in the pattern of involvement of the two major partners. Partly because of the small size of city government and district administration, both entities had been accustomed to retaining outside consultants for limited periods to perform specific tasks that other jurisdictions might have assigned to permanent staff. When the task was finished, the consultants would leave, with no capability built into the administrative structure to continue new processes. Thus it is possible that neither set of elected officials fully understood what the LINC project implied for them in the way of commitment of people's time.

In the final months of the project, the impending conversion of Watergate apartments to condominiums led to a movement to recall two city council members. This and other issues occupied the attention of city officials who might otherwise have been more actively involved in formalizing the joint planning process before phase out of LINC funding.

UNEXPECTED BARRIERS TO IMPLEMENTATION

Many of the barriers have already been alluded to. Here they will be summarized, and their impact on project implementation explained.

- Problems besetting the school district. The smallness of the school district, a factor that had originally been considered favorable to the project, turned out to present many difficulties. Aside from the superintendent, there was simply no central office staff member with power to make decisions, establish high level contacts with the city, and take responsibility for planning. An administrative assistant who might have done so retired as the project began.

Additionally, many matters arose which would preoccupy the superintendent and limit his participation sharply. When he did attend the management team meetings, he usually arrived late or left early, often before the major business had been raised for deliberation. Scheduled meetings with him, with

principals, and with faculty were repeatedly cancelled.

The lawsuit involving a former teacher also interfered in a number of ways. Not only was the superintendent preoccupied with it for several months, but the project staff was prevented from taking possession of the space assigned to it, since the confidential papers related to the lawsuit were stored in the office area.

The loss of high school accreditation from WASC had serious ramifications for the district, and coping with that problem drained off much energy from staff that might have contributed to needs assessment in the school setting.*

Early in the fall of 1977, the high school principal suffered a heart attack, and the superintendent doubled as principal until a replacement could be found. The principal returned in midyear, but she was never able to become involved in the project.

While the proposal was being written, the superintendent and a school board member had given an assurance that the district would match the city's $5000 cash contribution, but that money was never forthcoming.

However, from the beginning of the project, office space and supplies and telephone service were supplied as inkind contributions by the school district. As mentioned before, confidential files related to a lawsuit against the school district were being held in the project office area. Until the research office could be made fully available, the project staff was housed in a classroom at the high school.

Eventually, the project moved to a small building behind the high school that had been used by the special education department. This space proved to be inadequate for efficient operation of the project. It was not large enough to accommodate staff, and had no private or quiet space for staff planning. The office area was adjacent to the bowling alley, and the high school band practiced just outside the window, making it difficult to conduct the work of the project.

The school district generously made available the board room in the administration building for management team and NAC meetings. Most core team meetings were held at the ACOE office, and the management team met in city offices toward the end of the project.

The office space was reclaimed by the special education department at the beginning of September, 1978. For the final month of the project the business of LINC was conducted out of the research and development office at ACOE.

*In the spring of 1979, accreditation was restored for three years.

Owing to these and other barriers, the model of needs assessment was never fully implemented in respect to the school district. Although many social indicators were collected, they were by no means as complete as would have been desired. The district had had five different superintendents in ten years, and there was little continuity in records. Also, several key figures did not reply to questionnaires. Data were missing on significant aspects of curriculum, enrollment, non-English speaking students, adult education, absenteeism, vandalism, transiency rates, SAT test scores, adequacy of job preparation, demographic profiles of teaching staff, and specific learner-centered needs, among others.

It was proposed to the district that the Alameda County Office of Education conduct an indepth educational needs assessment, using the Alameda County Needs Assessment Model (a kit of validated instruments for elementary schools), and a focus group process method for the high school. Plans for both assessments were canceled by the school principals concerned, however, on the grounds of lack of time and that they already knew what the needs of the students were.

- Reorganization of city government. This move delayed effective involvement of the city in the project for over four months. In the interim, the city manager and several staff were in a lame duck situation, and not able to make certain commitments on behalf of the city government. Much valuable time was lost to the collaborative effort until new department heads were appointed and others identified with whom LINC staff needed to have ongoing working relationships. For a time there was a shifting of representatives to the management team. It took about six months after the project startup to establish solid communication linkages and to readjust expectations of roles and responsibilities in all the partners. The reorganization also left the project without the services of the full time city staff person who had been promised to provide expert assistance with the needs assessment.

- Overloads on key people. The management team suffered from the absence of the city council member after the first six months, frequent absences of the school superintendent, and inability of other administrators or teachers in the school system to participate, with the exception of the director of recreation. He and the administrative assistant to the city council provided the principal school-city linkages, adjusting their busy schedules as much as possible to accommodate the new activities and to arrange for support services when possible.

  The project manager and ACTEB/ACAP technical assistant were always overloaded, as well. It was unrealistic to expect that such a project could be administered efficiently by a part time manager and supported by part time, inexperienced clerical help. LINC had three project managers in 15 months, only one of them full time, and a constant turnover of clerical staff, placing an additional overload on the project administrator and her staff at ACOE. It was only by cutting back on some activities and providing additional inkind resources that the project was finally able to provide a full time manager and clerk to complete the project in its final months.

- Insufficient money and time. Lack of staff and overloads on personnel were caused by insufficient project funding. The use of WICHE interns at relatively low cost was a happy solution to the problem of implementing the needs assessment, but additional funds would have made it possible to hire researchers earlier, and to provide more background information to the interns on the methodology of human service needs assessments, as well as to retain a consultant on Fault Tree Analysis to develop the qualitative analyses on time and in all the concern areas projected. In lieu of that, the project administrator trained staff to develop the trees, which delayed the implementation of that phase.

  The project time frame was also too short to accomplish fully the objective of developing the capability and structure for interagency planning that would persist after the project was over. A good start was made, and if there had been funds to carry on for an additional six to nine months after the second joint work session of elected officials, that structure might have become stabilized in spite of the stresses facing both city and the school district.

- Insufficient involvement of the community in the needs assessment. The NAC at first met weekly, and later biweekly, for an hour or so at noon, when it was convenient for most members. There was rarely time to go into depth on any issue or activity, and the meetings were discontinued for several months after the resignation of the first project manager. Since she and the T. A. representative spent a great deal of time preparing informational charts and other materials for the meetings in order to keep the NAC actively involved, they sometimes had to postpone other tasks. They had anticipated that NAC would be able to assist with the needs assessment by heading up task forces, conducting interviews, and searching out data for social indicators; but most members felt that they had neither the time nor the expertise for these functions.

  Some 150 people were involved in the needs assessment either through membership on the NAC or management team or committees, or through responding to written surveys and interviews, or through helping with the Fault Tree Analyses. Nevertheless, it might have been desirable to broaden the base and to have gone directly to a larger sample of the minority population to get their perceptions of critical unmet needs. Much of the information came from service providers rather than those needing the services. The second project manager felt that the community was small enough so that a door-to-door survey could be taken, but the project did not have the resources to accomplish this.

SIGNIFICANCE OF THE PROJECT

INFORMATION OBTAINED AND LESSONS LEARNED

In spite of missing or incomplete data from both the city and the school district, a large body of information was collected and analyzed, and guidelines were suggested for further data collection. Moreover, the joint city council-school board sessions resulted in setting priorities for future action, when

the political climate and internal stresses of the two entitities permit. However, it would have been desirable to have joint meetings and discussions on needs between school faculty and city staffers with overlapping interests, and to involve members of the Industries Council in ongoing dialog as well. The school staff and industry were underrepresented on the NAC, and in any event, regular meetings were discontinued after December 1977 for lack of time of project staff, with only one meeting held thereafter.

The model for joint needs assessment did, in fact, work. By focusing on areas of high mutual concern to the major partners, the researchers were able to synthesize data of disparate kinds in order to present a coherent picture. Staff in the city department of human development reported that they needed the data obtained, and the reports formed the basis for decisions made at the final joint work session of elected officials.

An important fact emerged about developing joint planning capability. Originally LINC had proposed to develop a formal structure for joint planning, and the staff had developed one to submit to the management team. The district and city representatives, however, felt that it would be better to start by working on one specific project of high interest to both parties. Accordingly, a subcommittee was appointed, augmented by other key people from city departments and the community, to plan and build the mini-park. This turned out to be a highly successful undertaking, and gave both parties confidence that joint planning was both worthwhile and workable.

The lesson here was that "planning" was simply an abstraction to the two groups until they had a concrete issue to grapple with where the results would benefit all concerned. If there had been time to work on more such limited problems, it is possible that processes would have been developed in a natural way that would eventually have become institutionalized as an ongoing joint planning capability.

It should be noted that there is other evidence to support this approach to interagency planning. The experience of Seattle and other cities that have tried regional planning has shown that governmental jurisdictions will cooperate on specific high priority problems, such as pollution control, but will resist anything that appears to threaten local autonomy by imposing a superstructure. When a number of such problems have been successfully tackled jointly, the groundwork is then laid for continued interagency planning on a regular, rather than an ad hoc basis.

As it turned out, when the intervention of the LINC project staff and resources was withdrawn, the impetus for joint planning ceased. Both the school district and city officials and staffs continued to be faced with problems that demanded their energy in other directions. The impact of Proposition 13 on revenues of both parties, the firing of the school superintendent in midyear, a move to recall two city council members, a full scale effort by school and community to regain WASC accreditation -- these were just some of the matters occupying the attention of Emeryville in the year following the ending of the project.

IMPACT OF LINC ON COMMUNITY

The most visible accomplishment of the project was the mini-park, which was not originally projected as an activity or goal. This has had a lasting effect as a tangible outcome and benefit of the project. It also provided a concrete issue for interagency cooperation in all phases from planning to completion.

The social indicators served several important purposes. The report was used immediately by city departments for planning. The systematically compiled data base documented unmet needs, which could serve as the basis for grant proposals. Further, the reports highlighted gaps in the data base, particularly in the school system, where frequent changes in administrators had resulted in inadequate record-keeping.

The project also contributed significantly to the decision to activate a child care center. Although the proposal for funds was submitted before all the child care data were in, LINC provided a needed catalyst for action.

Prior to LINC, the city had a Job Bank which focused on training Emeryville residents who needed jobs. The needs assessment, however, highlighted the fact that job placement was of greater criticality than job training. Since the county funding agency would fund the bank only for job training, the city eventually contributed its own funds for a job development and placement element. LINC also gave a direct service in this regard through its telephone hot line. After the resource directory was published, the project furnished a resource information and referral service, including job referrals, for three months toward the end of the project.

At this time there are several indications that LINC will continue to have an effect on the community. New lines of communication have been established. The resource directory makes it easier for residents to gain access to services they need in nearby cities. The city council and school board work sessions established a precendent for joint action planning. The Fault Tree Analyses provide clear directions for alleviating unemployment and child care problems. None of this would have been accomplished without the project.

Finally, a management consultant who had designed the new city governance structure, and who later assisted the school district during an interim administration change, reports that there is increased cooperation between the Neighborhood Improvement Associations and the Industries Association. It is his view that, now that the district has regained WASC accreditation, and after the city council recall election is held in September of this year, the community will be ready to take up where the LINC project left off, and to act on some of the recommendations growing out of the needs assessment.

TRANSFERABILITY OF PROJECT RESULTS

The questionnaires, data collection forms and matrices, and needs assessment methods are contained in the project reports, and can be used or adapted by other agencies. The two fault trees can also be easily adapted for content by other communities, and requantified to reflect local criticalities. The processes used with the elected officials in the joint work sessions are certainly applicable elsewhere as well, as are the procedures for establishing the mini-park.

If this type of project were to be undertaken elsewhere, these recommendations might be made:

1. A third party is probably necessary to facilitate the interagency planning processes at the beginning, but specific plans should be laid early on to continue the process without external intervention.

2. Institutionalization of the interagency planning requires commitments from both agencies at several levels: at the highest policy levels, at high administrative levels, and at lower staff levels within each organization. Communication linkages and working relationships should be established at each level between agencies. It is particularly important that people be identified who have both time and willingness to maintain the linkages, and who are likely to remain in the organizational structure for a considerable period of time.*

3. As soon as possible, the two parties should identify specific problems which would benefit from joint planning and resource allocation, and which could be solved in a short period of time. When these have been successfully dealt with, the factors can be identified which should be continued in a more formalized joint planning structure.

4. The general interagency structure of having a small team representing the partners at a decision making and policy level, and a larger group composed of representatives of grass roots organizations similar to the NAC, is a workable one that could probably be easily duplicated elsewhere. However, LINC did not solve the problem of involving teachers and school administrators in sufficient numbers in this structure, or of synthesizing educational needs assessment into the larger picture as well as could be desired. In a different setting, however, solutions to these problems could no doubt be found.

5. At a time of declining enrollments and a shrinking tax base, many school systems are closing schools and suffering sharp curtailments in services. Similar problems face many cities. A good place to start on developing interagency planning capability might be with solving problems of facilities and land use, in order to make better use of existing resources. Some cities are approaching this problem through contracting for services from school districts, and vice versa. Scottsdale, Arizona, for example, has a close working relationship with its local school district. They time-share a computer, saving over $100,000 a year in computer costs, and also share parks, community buildings, swimming pools, and ball fields owned by the schools. The Emeryville mini-park development was a step in that direction.

*Reference is made to the work done on interagency cooperation by Bela Banathy, at the Far West Laboratory for Educational Research and Development in San Francisco.